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ABSTRACT

This paper analyzes authority-use patterns as they relate to the internal organization of a community college. Section 1 presents a hypothetical case study of a community college which practices several unique authority-use variations that are in actual use in two-year colleges around the country. The cluster college scheme, a new strategy for participative management, and management by objectives are presented in Section 2. Section 3 addresses itself to several broader implications of community college organization. All areas of discussion are supplementary by the identification and description of those colleges who have implemented and are practicing the variations set forth. The paper is designed to be a practical guide to viable alternatives verified by organizational practice, thereby being of particular interest to those contemplating organizational restructuring, those planning organizational and authority-use design, and those preparing to enter a community college leadership position. The author proposes that the ideal system is a cluster college with participatory governance based on management by objectives. (Author/AH)

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ORGANIZATIONAL BREAKTHROUGH IN THE COMMUNITY COLLEGE

by
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PREFACE

I am convinced that there is much for community/junior college administrators to know about the impact of new organizational forms and authority-use patterns on the essence of the two-year college — its human element — as well as on efficiency and effectiveness in achieving institutional purposes. My vantage point in the two-year college is middle managerial. Convincing arguments could be made that a two-year college president should do monographs on organizational topics; Lahti (1973) and Richardson, Blocker and Bender (1972) provide information from the presidential perspective and confront the dilemma of authority use in two-year colleges. It would be just as valid, however, to argue that a faculty member or perhaps a student should reflect on the positioning and use of human resources in the two-year college, but I feel that there is much to be said for the perspective of someone in the middle of things organizationally. Specifically, this view encompasses the day-to-day functioning of those directing learning, those serviced by the institution as well as those who mete out authority and provide the framework for authority relationships.

This topical paper is not a heavy theoretical work nor a research study on organizations. For this, consult Argyris (1957, 1962, 1964), Herzberg (1968), Likert (1961, 1967), McGregor (1960, 1966) and Maslow (1954). Such factors as leadership, communications theory, labor relations and work incentives, while important factors, are treated only briefly and then in relationship to what I perceive to be the most significant new constructs for internal organization of the two-year college. The broader concepts of governance at national, state or even local levels are not treated here.

This paper considers certain pertinent authority-use variations; they are analyzed as they relate to the internal organization of the community/junior college. Section 1 presents a case study of a community/junior college which practices several unique authority-use variations Although it is a hypothetical situation, each organizational element presented is practiced in a two-year college somewhere in the country. The cluster college scheme, a new strategy for participative management, and management by objectives are presented in Section 2. Section 3 addresses itself to several broader implications of community/junior college organization.

This topical paper is designed to be a practical guide, an organizational recipe book. The authority-use variations described are not mere abstractions but viable alternatives verified by organizational practice. A major thrust of this work is the identification and discussion of those colleges who have implemented

and are practicing the variations set forth in these pages. The goal of this paper is to be helpful to those contemplating organizational restructuring, those planning organizational and authority-use design and those preparing to enter a community/junior college leadership position.

Many people were significant in the preparation of this manuscript. Probably the greatest stimulus was Ned Sifferlen of Sinclair Community College in Ohio who has demonstrated a quality of organizational humaneness which has most influenced my point of view about authority use. I would like to thank Arthur Cohen at the ERIC Clearinghouse for Junior Colleges at the University of California, Los Angeles for his willingness to give me enough rope to tie this sort of thing together or to hang myself in the process. In particular, I would like to thank the administrative leadership of all those two-year colleges who cooperated with me in visitations and in telephone conversations, and in particular the College of DuPage, Oakton Community College, Northampton County Area Community College, William Rainey Harper College and Moraine Valley Community College. Thanks, too, to Amy Pettit for her capable typing services.

This paper is dedicated to a special organization — my family — wife Patty, daughter Jenny and dog Susie. Duke Ellington said it, "Love you madly."

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"We travel together, passengers on a little space ship; dependent on its vulnerable reserve of air and soil; all committed for our safety to its security and peace; preserved from annihilation only by the care, the work and the love we give to our craft."

—Adlai Stevenson

Section I. INTRODUCTION

One thing is certain, change is in the wind. The findings of behavioral scientists and organizational theorists, practices in two-year colleges and the latest community/junior college organizational literature squarely challenge long-standing assumptions underlying traditional two-year college organization. The simplistic notions that teachers teach, students learn, administrators supervise and authority emanates from and rests with the Board and the chief executive officer currently are under fire along with the concept that human resources work most efficiently when departmentalized, compartmentalized and/or functionalized. A whole set of stereotypes about organizational form are now being called into question.

Does the traditional positioning and use of human resources in divisions and departments maximize student learning?

What kind of organizational environment will best serve the human needs of the community/junior college constituency?

Does the separation of unique disciplines by brick and mortar contribute to the learning process?

Is it realistic to assume that students and faculty are not interested in significant opportunities to direct their institutional interests?

Can we provide an adequate rationale for the "hardening of the categories" mentality wherein two-year colleges seem bent on cementing students and faculty into narrow categories?

Organization is at the crux of effective two-year college administrative functioning; it is the means for gaining effective group action. Since the work to be done requires the efforts of more than one person, the administrator deals with a diversity of human resources. There must be unification and coordination so that not only are the actions collectively effective, but that the contribution of each individual is personally fulfilling as well. With proper organization the administrator seeks more than the sum of these individual efforts. He strives for synergism, the simultaneous action of separate or individual units which together produce a total effect greater than the sum of the individual components. Ideally, organization focuses on the potency of the mixture rather than the strength of its ingredients. The achievement of this synergistic effect is only possible through the most careful and judicious use of authority variables.

Which authority-use pattern will best provide cohesion to the patchwork of human diversity in the achievement of community/junior college missions? The cluster college? Participative management? Management by objectives? This topical paper expresses these variables as logical and viable alternative organizational approaches with varying adaptability to two-year college institutional settings. The following case study suggests several organizational alternatives from a faculty perspective.

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CASE STUDY: A GLIMMER OF LIGHT

Jim Puthoff is an assistant psychology professor at a community college. There are literally hundreds of teaching positions in psychology in the over 1,000 two-year colleges across the country. Most of these teachers are male, white and have M.A.'s from land grant state universities. Jim Puthoff is an average instructor, teaching in much the same way as his colleagues, using a high-visibility text, lecturing traditionally with the occasional use of audio-visual materials and maybe even writing an instructional objective or two for each session. All pretty standard. The college offers a comprehensive curriculum to its 8,000 students, is guidance oriented, inexpensive to attend and has a thriving continuing education program. It all sounds pretty familiar, but at this institution authority relationships are not so conventional.

Jim arrives at his office in the morning greeting his office mate, Jerry Kinskey, coordinator of the automotive technology program. They drink coffee together, compare notes on students who are familiar to them and contemplate the linking course that they will offer next quarter in conjunction with the instructor of personnel management. The course will focus on the human relations dimensions of automobile servicing as they relate to successful informal and formal employee relationships. The linking courses have proven to be popular with faculty and students alike. One planned for later in the year will combine marketing, sociology and automotive technology faculty in a consideration of human behavior elements as they relate to the consumer of automobile servicing and another will focus on ecology.

What is different about this institution? It has disregarded the industrial principle of staff specialization in favor of interdepartmental communication and cooperation. The college argues that student learning is not like producing tomato soup, radial tires or manufacturing cash registers; occupational and social success is a culmination of an intricate patchwork of skills, competencies, predispositions toward life, attitudes and cognitive knowledge. Therefore, education ought not to be narrowly compartmentalized. The college also holds that traditional functionalization fosters a narrow discipline orientation diverting the broader institutional commitment to community service, teaching and student growth.

Cluster College

In lieu of the traditional organization of faculty by division, the college has implemented a cluster college mode. It is organized into five separate cluster colleges each with its own dean and approximately 800 full-time equivalent students, 30 faculty and 3 counselor-faculty.

Although interdisciplinary grouping is stressed, there is some homogeneous grouping of occupational constituents which must utilize a common laboratory. Each cluster functions as a "profit center" in which the cluster dean is accountable for the efficiency and effectiveness of his or her cluster in relation to the others. Counselors decentralized to college clusters hold the rank of faculty as do specialized cooperative education coordinators who arrange for work experiences supportive of student educational objectives. Student government and activity programs are organized within each cluster by students with the assistance of the professional staff.

Each cluster college has a separate and distinct personality with cluster college "A" emphasizing multi-media approaches, college "B" stressing small group discussion after large lecture hall presentations, college "C" offering "college without walls" opportunities, and so on. Providing students with choices is paramount; they have options within their own cluster and are also permitted to cross-register to other cluster college courses.

Under this system students have majors or career allegiances as in the traditionally-organized colleges, but faculty and student interdisciplinary contacts are more diverse. Again, the organizational philosophy reflects the notion that life is diverse and that educational preparation should provide adaptability to that diversity, not a commitment to build barriers. This philosophy does not run counter to occupational skill preparation or to the study of a particular major, rather the circumstances and the setting for the educational process are different.

Divisions between faculty members are removed. The usual practice of accountants speaking only to accountants and English teachers speaking only to English teachers is diminished. Instead, the institutional mission as a teaching college can be more nearly achieved. The focus shifts from empire building within divisions to *teaching* effectiveness. Specifically, the perspective shifts from a "tree" (i.e., division) to "forest" (i.e., community college) orientation.

Faculty regularly confer in cluster meetings to discuss the commonality of their successes and failures to achieve student learning, to propose new linking course possibilities and to interact with counseling or human development faculty concerning the total development of cluster students. It should be noted that under this system not only is traditional functional grouping abandoned, but so are traditional functional line and staff dichotomies. The whole student services realm is no longer regarded merely as a service staff function, and college administration functions typically charged to a business manager are decentralized to cluster deans.

Conventional line and staff organization emphasizes the principle of chain of command, a pyramidal structure in which divisional and departmental units report to a centralized authority. In the cluster college, the line and staff structure is modified with authority dispersed among the community/junior college constitu-

ency. Specialized staff services are provided in instructional research, career program development, learning resources, data processing and budgeting to support the clusters. The president and first-line managers coordinate the activities of each of the clusters, such as scheduling and cluster course offerings, in addition to their broad institutional policy and planning responsibilities. The administration, thus, is streamlined and is accordingly less disposed to being top heavy. The flattening of the line organization has the additional advantage of facilitating communication.

Participative Management

The very presence of cluster colleges or autonomous centers indicates something of the college's philosophy regarding the release of authority to lower levels, but it does not stop there. Both students and faculty are encouraged to participate in intra-cluster and inter-cluster committees. Committee functions cover a breadth of educationally-sensitive issues which touch student and faculty lives; these include academic standards and petitions, curriculum, student rights and responsibilities and faculty improvement. Custodial and other operational matters continue to be the charge of administration. The ratio of student-to-faculty-to-administrator representation varies from committee to committee. There is strong motivation to participate, as these committees have real decision-making powers; the notion of committee as a rubber stamp, legitimizing agency or a means for diffusing and pacifying faculty and students is disclaimed.

At the cluster level, faculty hold elections for intra-cluster committees, and inter-cluster committee membership is provided by an election sponsored by the "all faculty assembly." Student government holds elections for student representation, and all administrators and support staff are randomly assigned. Decisions reached by committees are printed and circulated to all of the college's constituency. After a two-week period, if no exceptions are taken to the decision, it is considered to be approved. Administrators have the responsibility for codifying and implementing the decision. However, it is possible that within the two-week period an appeal can be made to student government or to the "all faculty assembly" using a specific appeal procedure. Appeals which are approved rescind the initial decision, and appeals denied can be appealed to a special administrative committee and ultimately to the Board of Trustees for final consideration. In the last school year only a few decisions out of hundreds were appealed.

Students are encouraged to take part in the governance program and especially to participate on those committees directly related to student life. Student membership exceeds faculty and administrative representation on these committees, and they are granted credit for their participation in college governance and enrollment in a concurrent leadership-in-student-life seminar.

Participation in the affairs of the college is a way of life for the faculty. Even scheduling is done with the recommendations of faculty indicating timing and day

preferences for their courses. The ultimate check on schedule time, place, instructor and format is in the hands of students. To reinforce the marketplace approach, all faculty prepare a detailed summary of each course they teach, including a statement of the major instructional objectives for the course. In addition, each faculty member submits a statement of his educational and personal philosophy which is combined with the course information and published quarterly. Similarly, student evaluations of faculty members are also published.

Posters announcing new or revised courses compete for students' attention. A marketing course blurb asks, "Does a better mousetrap insure a beaten path to your door?" A humanities class poster prods students to come "Find out how a yellow banana can mean instant euphoria." And an architectural design class is advertised on the basis of a multi-media approach. In short, the educational system attempts to respond more directly to students.

The theory underlying this entire process is that a college ought to be viewed as a marketplace of ideas and expression and that students should have the most relevant and up-to-date market information with which to make the most intelligent decisions. Such a system obviously provides for faculty accountability. Students have the option to cross-register between college clusters, so that if Jim Puthoff's approach to Psychology 101 is not viewed as suitable, it would be possible for the student to elect the course from another psychology instructor in the same or another cluster. While there is a fixed, generalized course description in the college bulletin, variation in approach is encouraged. The college allows a great deal of latitude to faculty in evolving linking courses, designing instructional methodology and reorienting instructional objectives within the framework of the primary purposes of the course.

In addition to faculty accountability, administrators are also accountable — not only to the Board but to faculty who participate in the evaluation and review of administrator effectiveness. This review protects the confidentiality of the faculty's evaluation. Peer evaluation at both faculty and administrative levels is also conducted.

Management by Objectives

The management-by-objective (MBO) approach adopted by this college works in the following way. At the beginning of the college year, each instructor identifies objectives for himself in terms of his responsibility for learning systems (instructional objectives), student advising (hours available), college governance (committee participation), professional growth (membership in professional organizations) and community service (involvement in community organizations). These objectives should be stated precisely and in measurable terms, if possible. A plan or strategy for achieving each objective is developed and priorities to those most crucial objectives assigned. The dean of the cluster college reviews the

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objectives each quarter, and a final appraisal is made at the end of the year. Results of both evaluation meetings are written. Promotions and merit pay increases are based in part on this evaluation. Instead of instituting tenure, the faculty voted in favor of a faculty review board which approves new applicants and considers dismissals.

The process of management by objectives pervades the entire organization. Not only do all faculty members participate in MBO, but all line and staff administrators and support personnel submit objectives to their immediate supervisors as well. The advantages of such a system are clear. It encourages all personnel to recognize their accountability for results; their very role is defined in terms of reaching specific ends. Those ends are necessarily arranged in such a way as to serve the overall mission of the institution. The MBO system focuses on the need for thought and planning to achieve specified ends. As college personnel establish their own objectives, in cooperation with immediate supervisors, the tendency to ensure attainment of these goals is stronger than in a system where objectives are dictated or imposed.

Another variable integral to this college's organizational approach is frequent revision of formal role definitions. The conventional static quality of job descriptions and job titles is viewed as potentially debilitating to the creative urges of the effective college administrator and faculty. The values, desires and expectations of college employees should be supported by task assignments, contributing to a sense of personal worth and satisfaction. Some would argue that this is indicative of organizational weakness; others would maintain that it is simply a re-affirmation that people make structures work and not the other way around.

Responsiveness is perhaps the key word to such an organizational reorientation — responsiveness to the needs of all of the college's constituencies. Is that too idealistic? No! This case study presents a hypothetical blending of certain "tried and true" practices which are being successfully practiced currently in several American two-year colleges. The college described has goals not radically different from those of comprehensive community/junior colleges across the country. The difference is a major reorientation of organization and uses of authority — the implementation of a cluster college organization within participative management constructs and implemented by management-by-objectives procedures.

Section 2 discusses the three authority-use patterns, cluster college, participative management, and management by objectives, in greater depth.

"Before I built a wall I'd ask to know what I was walling in or walling out . . ."
—Robert Frost

Section 2. Authority-Use Patterns

DE-COMPARTMENTALIZING BY COLLEGE CLUSTERING

Two-year colleges' commitment to community, student centeredness and student learning makes good sense, but the reality of institutional insensitivity to the real world and faculty narrowness in specializations is out of step with this

purpose and philosophy. Such orientation is self-serving, myopic, elitist. But most of all it misses the point — students and their educational needs. And organizational structure can serve to perpetuate it.

A faculty member from a multi-campus two-year college of over 12,000 students observed:

> . . . we're getting more and more deans, division heads, department heads (and in a couple of cases, assistant department heads), and the faculty is splintered into two groups by subject areas — and now even by separate campuses. More and more, we find ourselves involved only — and I do mean exclusively — with members of our own departments (Garrison, 1967, p. 53).

Can we afford the luxury of traditional structure which strictly enforces a narrowing of perspective? Have we really explored all the alternatives? Can we translate community/junior college philosophy into more relevant organizational design and organizational behavior? Can we avoid the diminishing of institutional effectiveness during periods of accelerated growth that the Carnegie Commission warned of in 1970? For most two-year colleges the rapid fire growth of the 60's and early 70's has cooled. The "heat is off", and now it is time to reflect on organizational relevancy.

In the industrial sector similar problems of compartmentalization have plagued management:

> The functional manager's legitimate desire for workmanship becomes, unless counterbalanced, a centrifugal force which tears the enterprise apart and converts it into a loose confederation of functional empires, each concerned only with its own craft, each jealously guarding its own "secrets", each bent on enlarging its own domain rather than on building . . . (Drucker, 1954, p. 123).

Precisely. In fact, it could be argued that because of the special philosophy of the community/junior college, the threat of a "loose confederation of functional empires" fractionalizing institutional purpose could have even greater debilitating consequences than in industry. If community/junior college constituents are to develop a sensitivity to the total institutional mission, cluster college becomes a potentially fruitful mode. Functional organization in the two-year college by its very design, results in discipline orientation.

Clearly the problem of institutional growth intensifies the concern. Katz and Kahn observe, "As an organization increases in size and complexity, the goals of the overall system become increasingly difficult to operationalize . . ." (1966, p. 270). Decentralization of authority using the cluster college mode becomes a necessity; the first part of this section will consider the rationale, operational aspects and strengths and weaknesses of this organizational form.

Brown calls for a removal of the walls which separate faculty and students in two-year colleges and a "perception that is unifying rather than diverse, integrated rather than segregated, and inclusive rather than exclusive" (1974, p. 7). Similarly, Anderson lambastes what he calls, "a false dichotomy of academic/occupational programs" which have "invariably underminded the philosophical foundations of the supposedly comprehensive community col-

lege." He calls for "the integration of all curriculum" and "full adherence to the philosophical tenets of true comprehensiveness . . . emphasizing institutional totality" (1974, p. 22).

Some fear that this would result in the de-occupationalization of the community/junior college curriculum, but nothing could be further from the truth. Visitations to cluster colleges led the author to conclude that they provide a strengthened notion of occupational education, because general studies students and faculty are clustered with occupational students and faculty. The possibility of these students augmenting their curriculum with occupational courses no longer has the stigma formerly associated with it. Conversely, occupational students have a greater inclination to sample courses from the humanities or sciences. Cluster faculty and students find new commonality and strengthened interpersonal contacts. The notion of occupational faculty, as "second class" in some community/junior colleges, ceases to be a factor in the cluster college. Venn, America's foremost occupational education authority, observes, "Too few educators and public policy makers are aware of the possibility of liberalizing education, increasing individual freedom, and improving human values through a marriage of academic and vocational education" (Wirth, 1972, p. vii).

The cluster college is an entirely valid organizational form, but like any social contrivance, there are problems which will be given attention in this chapter. Nevertheless, a surprising number of administrators are considering such an organizational direction. In 1970 Tillery reported that departmental structures were losing favor among public two-year college presidents, interdisciplinary approaches were gaining in favor and about 20 percent indicated interest in cluster college arrangements. Interest is one thing, and doing it is quite another. Lombardi (1972) describes several two-year colleges using this organizational mode. And in Illinois, Oakton Community College, Moraine Valley College and the College of DuPage; in California, Los Medanos College, Indian Valley College, Cypress College and Chabot College; in Oklahoma, South Oklahoma City Junior College and Tulsa Junior College, and other community/junior colleges nationwide are doing it.

Oakton Community College (Illinois)

Oakton Community College's cluster system provides an integration of occupational, general and transfer education as well as counseling. It assigns faculty and students to clusters heterogeneously. Occupational students are assigned to a cluster according to program availability. All students are able to cross-register freely between clusters, and faculty are permitted to change faculty groups. Certain lab situations, especially in science, technical and allied health areas, require some homogeneous grouping of faculty. Clusters are referred to as learning communities, and students are assigned a development faculty (a counselor) and a faculty advisor. President Koehnline argues that living systems are interdependent and that community/junior college education should prepare students for that reality. Students select classes from a newspaper-like schedule published each term which sets forth the objectives and approaches of all classes offered in all clusters. A vice president for vocational-technical education provides staff support and meets regularly with occupational coordinators in each cluster, and cluster deans report to a vice president of curriculum and instruction and a vice president of development.

The College of DuPage (Illinois)

The College of Dupage enrolls a student population three times the size of Oakton (over 10,000 students in 1974), and unlike Oakton, which planned the college from the beginning in a cluster mode, DuPage moved from a traditional structure to a cluster plan. This took place after considerable faculty involvement, committee reports and a referendum of faculty which passed in 1970 by a vote of three to one. The DuPage structure has a "pancake" structure, as all major line deans (such as instruction or student services) were converted to staff positions with cluster deans reporting directly to the president. Roughly 800 to 1,200 full-time equivalent students and 40 faculty are assigned to each cluster. One of DuPage's clusters currently acts as a research and development unit experimenting with new instructional methodologies and is assigned a reduced student load. The president, his key staff administrators and the cluster college deans meet periodically to provide coordination, such as synchronizing schedules and course offerings among clusters, which is necessary because of student cross-registration. This kind of coordinate group effort is characteristic of most cluster systems. Neither Oakton nor DuPage have achieved a strong student esprit de corps within clusters. Some see this as a failure of the model; others consider the advantages to students to be more important.

Moraine Valley Community College (Illinois)

At Moraine Valley clusters are referred to as "instructional subdivisions," but the emphasis is on a "mix" providing cross cultural, social and educational grouping of college constituents. An interesting aspect of the Moraine approach is its adaptation of the college building program to the organizational philosophy. To achieve the desired "people mix" there are no classrooms — rather spaces for understanding, dissemination and implementation. There are no offices — rather "office landscapes." (These open office spaces are viewed as essential to the "mix" that they are striving for.) There is in the plan an "educational main street" with numerous "cross-road areas" providing wet carrels, lounges, refreshment areas and counselor and faculty work spaces. There are currently four sub-divisions headed by an associate dean, with approximately 1,250 full-time equivalent students, 34 full-time faculty, and four counselors. Moraine boasts of linking courses, a cross sub-division task group structure (on innovation, learning resources center, etc.) and a meeting arrangement for faculty by discipline. Staff development is considered to be crucial to the success of such an organizational form. Further information on this college is found in a 1969 publication entitled *The Moraine Valley Mix*.

Cypress College (California)

Cypress College has a homogeneous grouping of disciplines under their so-called "House Plan." The architectural design of the campus reflects the organizational scheme. The Bernstein House features the humanities, Einstein House the science and math disciplines, Edison House technical education and Carnegie House offers business and some math and science curricula. Many functions are decentralized to the "house" such as student government, counseling, student activities, food services, lounges and some library facilities. A house advisor is responsible for management, counseling, development, public relations, club activities, constituent participation and student government. President Wilker observes, "Basically, the key to the House Plan is decentralization. We move from the assumption that bigness, while having the possible advantage of efficiency, and these are debatable, is at the same time stifling, oppressive, and threatening. It suffocates the goals of individualized personal attention for students, and it vitiates against effective learning by tending to make it stereotyped, unmanageable, and impersonal" (n.d., p. 5).

Los Medanos College and Indian Valley College (California)

Other California community/junior colleges using cluster college variations include Los Medanos and Indian Valley. The president of Los Medanos argues for a "pancake" style organizational structure with the college organized into clusters following an interdisciplinary model. A particularly noteworthy aspect of the Los Medanos structure is the provision of subject area association which cuts horizontally across clusters. These so-called "professional associations" are viewed as in-house custodians of professional standards in evaluation and professional development. At Indian Valley there are three colleges: the College of Behavioral and Economic Environment, the College of Arts and Humanities and the College of Natural and Physical Sciences. Each has its own general education core, its own mix of liberal and occupational education and its own distinct philosophy and objectives. There are approximately 750 to 800 full-time equivalent students per cluster, and as usual, numerous college functions are decentralized, including staff selection, evaluation, development, curriculum, budget and facilities planning. Indian Valley places special stress on faculty recruitment, having developed an instrument to measure those qualities that they feel necessary for successful adaptation of their organizational style.

Chabot College (California)

Chabot College clarifies its primary rationale for the cluster college as providing a greater opportunity for learning. At Chabot clustering provides a series of smaller units than provided by the previously mentioned colleges. Units are referred to as "academies," and they include particular occupational programs and a full general education component; 350 students, nine faculty members, one counselor and one administrator-teacher are assigned to each unit. Chabot's physical facilities reflect its organizational philosophy, as each academy includes its own study areas, offices, seminar rooms, food service-commons areas and tutorial center. All academies share a centralized library, physical education building and certain laboratories. Students are provided various means to become involved in teaching through a variety of paid assistant positions. A set of committees operates autonomously within each academy, providing solutions to educational problems indigenous to the unit.

Tulsa and South Oklahoma City Junior College (Oklahoma)

Tulsa Junior College and South Oklahoma City Junior College both possess operational aspects similar to the preceding colleges. However, South Oklahoma City has a strong occupational orientation in each of its clusters (referred to as "institutes"). In fact, their philosophy provides that significant education necessarily must be career- or occupationally-oriented, and therefore all of its educational programs related to a particular occupational area are grouped into one cluster. The Institute of Media and Arts, for example, includes: TV, radio and film specialization; music and drama; fashion arts; and landscaping programs. Similarly, Tulsa Junior College provides more homogeneous grouping. Clearly, there is great diversity in the use of the cluster mode, and it can be thought of in terms of a continuum. One extreme allows for increasing homogeneity and could, if taken to its extreme, come full circle to the specialized division-department arrangement. At the other extreme is the more heterogeneous cluster plan such as that used at Oakton.

Problems with cluster college organizational arrangements, *do* exist, and two-year colleges planning reorganization to this mode need to be alert to pitfalls such as:

1. **Communication Breakdown Within Disciplines** — Occupational faculties, especially, as well as English and most other general studies disciplines, require regular contact, and organizational planners need to devise means for establishing horizontal communications criss-crossing clusters.
2. **Administrative Complexities** — Administrative difficulties arising from clustering include: merging cluster schedules into a complete college-wide schedule, budgeting for occupational programs decentralized among clusters and directing individual cluster college orientation to the support of overall college objectives.
3. **Deanship Overburden** — Deans of cluster colleges are assumed to wear many hats; they must lead a highly diverse faculty and give direction to a curriculum equally as varied. Deans adept at working with occupational faculty and their concerns may not necessarily work well with liberal arts faculty and their special problems.
4. **Absence of Strong Student Identification with Cluster** — While most cluster faculties experience a sense of community and cluster identity, students do not exhibit similar "rah rah" tendencies despite decentralized student activity programs, orientation sessions and other efforts. The commuter nature of many two-year colleges makes this an unrealistic goal.
5. **Staffing Peculiarities** — Cluster deans and faculty require a special tolerance for ambiguity and diversity which is difficult to ascertain when staffing. Prospective personnel need to be informed of the special organizational requirements imposed by clustering upon hiring. In-service presentations of the uniqueness of life in a cluster college should be provided through a staff development program.
6. **Constituency Resistance in On-Going Institutions** — Despite the experience of DuPage, "hardening of the categories" in some two-year colleges and the threat of change make ready acceptance of the cluster college unlikely.
7. **Difficulty in Determining Impact on Student Learning** — Despite the special benefits for students professed by cluster college educators, it is difficult to verify conclusively improved student learning.
8. **Part-Time Students Benefit to a Lesser Degree** — Continuing education and/or part-time students are not able to enjoy cluster college advantages to the same degree as full-time students. This is especially noteworthy for two-year colleges which enroll large part-time student populations.

Nevertheless, the strengths of this organizational form *are* impressive and merit the consideration of community/junior college educators. The cluster college:

1. **Achieves New Levels of Interpersonal Relations by Removing Artificial Barriers** — Cluster college organization facilitates different levels of communication and interaction between students, counselors and faculty than have been achieved with traditional structures.
2. **Fosters an Internalization of the Community/Junior College Philosophy** — Overcoming the myopia of a narrow discipline perspective allows a stronger sense of institutional commitment and involvement. The community/junior college philosophy becomes significantly more than just mere window dressing, because faculty have a more intense orientation toward student need, student learning, community involvement and the purposes of the total two-year college effort.
3. **Provides New Stature for Occupational Education** — Occupational programs are able to prosper in a cluster college setting. General studies faculty see the occupational component from a less cynical viewpoint. Comprehensiveness and excellence of the total cluster program becomes the new perspective. Division between faculties is minimized. Moreover, students traditionally locked into non-occupational programs have less pressure within the college to remain loyal to a discipline; it is not unusual to find general studies students electing occupational coursework and occupational students seeking general studies courses.
4. **Allows Important Operating Economies** — There is a minimization of the administrative and budgeting problems that occur in traditional organization. Under a cluster system, while the makeup of individual units is heterogeneous, each unit is relatively more homogeneous in terms of its operational economies. In fact, the notion of profit centers that is used in the industrial sector becomes a viable cost control strategy for cluster college systems. Also, cluster colleges pride themselves on the streamlining of administration through elimination of divisional and departmental chair positions and the thinning out of top line positions.
5. **Manifests the Notion of Interdependent Real-World Systems in the College Program** — It is argued that cluster colleges more nearly mirror the reality of the multiple life competencies required for effective interpersonal relationships in career, family and citizenship. Exploration and diversity are central themes, and students are encouraged to explore the breadth of life's rewards and satisfactions. In some cluster colleges, linking courses are encouraged by the merging of several curricular specializations.
6. **Copes Better With Rapid Institutional Growth** — Cluster college organization allows for a better and more orderly management of growth. Horizontal expansion, the creation of new self-contained clusters, facilitates expansion. It protects the community/junior college constituency from impersonal bureaucracy and decrees passed through vertically conceived structures. Democratic processes are maintained by this "pancake" system of growth.
7. **Students Benefit from Competing Cluster Offerings** — Students have more alternatives under a cluster college mode, because each cluster is encouraged to create its own personality and style of education. In addition,

because students are able to cross register in most cluster colleges, they have multiple options for a single course. This advantage is done particularly well at Oakton where all courses and their unique approaches are publicized each term and at DuPage where in one cluster students receive biographical sketches specifying interests, philosophies and educational approaches of faculty.

8. **Positions Important Student Services Near Students and Not in Remote Centralized Facilities** — Cluster college offers the potential for getting numerous valuable student services including counseling, cooperative education, developmental education, student activity programs and registration advising near the student.

The cluster college organizational arrangement holds great promise. Given the unique mission and philosophy of the community/junior college the system has something to offer despite the problems. It should be thought of in terms of organizational fit; the appropriateness of organization, with regard to distinct institutional purposes, needs to be a high priority. The cluster college offers special advantages from this perspective.

Participative management is enhanced because of clustering. The breaking down of barriers and building up of a strong sense of institutional mission, via cluster organization, is an extremely useful preliminary accomplishment to the successful adaptation of participative management constructs in the community/junior college.

PARTICIPATIVE MANAGEMENT: AVOIDING THE SQUANDER OF HUMAN RESOURCES

The arguments for sharing authority under the participative management system are convincing — in this the leading organizational theorists are largely in agreement (see especially Richardson, Blocker, and Bender, 1972 as related to community/junior college organization). The tragedy is that participative management has been corrupted by some practitioners to something only remotely related to a meaningful involvement of community/junior college constituents. There are no administrators who would suggest that they are not using participative management. Popular support? Yes. Honest commitment to application? No. This irony is seen in student and faculty organizations or committee structures which appear to be part of a participative system, but which in fact are powerless. Faculty and students alike learn that their energy is consumed in the rubber stamping of autocratic rule.

What is participative management? It is getting people personally involved in significant institutional processes in support of its broad mission. Who should participate? To what degree? To achieve what gains? At the acceptance of what risks? A perusal of community/junior college organization charts cannot reveal its presence. Even the cluster college mode, while providing certain desirable conditions for participative management, does not ensure participation. Traditional highly-compartmentalized organizations can use participative approaches, but they typically have more difficulty fostering an institutional predisposition.

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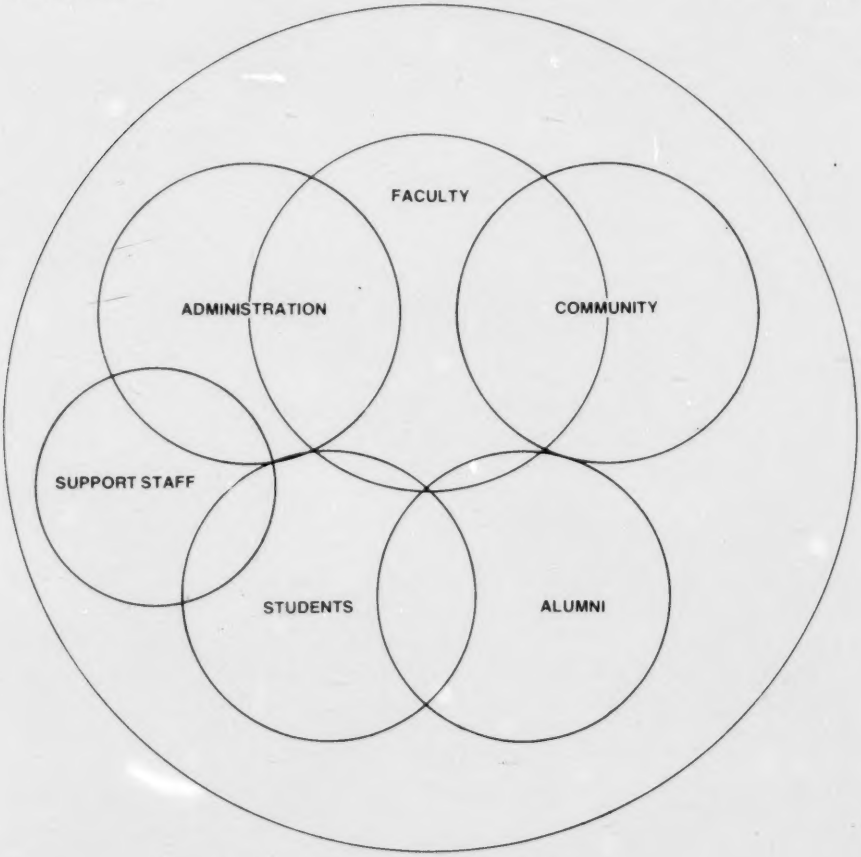
The community/junior college constituency is indeed varied and can be considered to include: faculty, administration, students, support staff, alumni association and, very importantly, the community. The spheres of participative management are illustrated in the following diagram. Also, it should be recognized that a kind of imposed participation results as federal, state and local governments become involved in funding two-year colleges. These pages will focus on participative management as it applies to each of the major internal constituencies.



SPHERES OF PARTICIPATIVE MANAGEMENT

The institutional mood is clear. As Bushnell suggests, "Faculty, students, and community groups will no longer sit passively while their destinies are shaped for them" (1973, p. 129). Administrators need to be sensitive to the potential contribution of their constituency, initiating a new procedure for sharing authority. Richardson, Blocker, and Bender observe that "The concept of shared authority depends . . . upon a redistribution of power among campus constituencies accompanied by the establishment of credible procedures

through which differences of opinion can be resolved equitably" (1972, p. 185). Before this can take place the board and key administrators must re-evaluate their view of people, their potential contribution to the two-year college mission and their participation in the affairs of college life. It cannot be contrived; administration must have an honest commitment to institutional development through human development. Without this commitment it will fail. Humane and sensitive administrators are a prerequisite. The mechanistic and impersonal notions of people as cogs in a wheel or as resources are antithetical to participative management.

The creation of committee structures to encourage faculty and student input is one thing, but to delegate specific authority for effecting meaningful educational advancement is quite another. Richardson admonishes, "many two-year college administrators operate under what might be termed the punch bowl theory of authority." That is, the delegation of authority diminishes the power of the delegator. "Of course, if you ladle out enough authority, the bowl will be completely empty . . . this simplistic theory of authority stands today as a central stumbling block" to participative management (1970, pp. 16-17).

Administrators must be committed to the *principle* of participatory management — the sharing of authority. But punch bowl myopia is just one of several such hurdles. Seashore observes that there are those "who will decide one morning they are going to be more participative and by the afternoon conclude it doesn't work" (Albrook, 1967, p. 168). Why the shifting sands? Pressure — to trim budgets, to increase student-faculty ratios or to account to some external agency. Clearly, administration is more than just organizing; it is planning, budgeting, implementing and evaluating. Thus a strong case can be made that two-year colleges frequently experiencing management by crisis are not able to adapt themselves to participative management as readily as colleges which initiate careful planning and budgeting procedures.

A most significant hurdle to the adaptation of participative management is the indispensable-man syndrome. This is especially debilitating when key administrators exhibit this tendency, characterized by ego domination and resulting in suspicion and questioning of the decision making ability of subordinates. The most unfortunate aspect of this administrative narrowness is its effect on human resources. That some administrators are so myopic is a tragedy for the institution which is not able to utilize the full measure of its human potential and for the administrators and faculty who are never permitted to develop fully. The cases that follow are illustrative of organizations which have successfully hurdled these barriers and are moving toward participatory structures.

Northampton County Area Community College (Pennsylvania)

Northampton has implemented an internal governance structure built on the principle of participative management, involving student, faculty and administrative constituencies and nurtured by a careful staffing and evaluation system. The college stresses governance as a major responsibility for all constituents. Students interested in student government are provided with special training (a credit seminar in governance) to stimulate more effective and responsible student participation. In addition to faculty association and student association committees, the college has activated five committees with specific decision authority for curriculum, instructional resources, academic standards, student affairs and cultural affairs. These committees have administrator, faculty and student representation and serve as the primary decision-making mechanism for the college. Their decisions are published, and after a specific period of time, if the decisions are not challenged, they are implemented. Appeals are heard by the Executive Committee of the Senate; in the 1973-74 school year only three challenges were made. Simon (1973) notes that faculty have been the initiators of most of the changes in governance and in the policies and procedures manual at Northampton. Participation in college governance has become a way of life.

Moraine Valley Community College (Illinois) and Brookdale Community College (New Jersey)

Moraine Valley Community College broadens the participative base to include other constituencies. Nelson (1973) gives the example of a college facilities committee which includes two secretaries, two deans, a custodian, an instructor, a counselor, two students, two vice presidents and the college president. She quotes a member of the campus safety patrol who observed, "I'm a true member of the staff . . . not a sideline employee watching the institution develop, but a part of the process . . . I know I am a part of this College" (p. 23). Similarly, Brookdale Community College involves all constituencies in its college governance. Four institute councils and a college assembly representative of constituencies provide the machinery. The president may exercise a veto, but the assembly can overrule it by a two-thirds vote (Kudile and Multer, 1973). The college has recently involved all constituency in a review of institutional philosophy and mission.

Merritt College, Los Medanos College and Indian Valley College (California)

Some California community/junior colleges have adopted participative management constructs to their operational format. Among them is Merritt College which has instituted a shared governance council with three elected representatives from faculty, student, support staff and administrative levels. A committee structure reports to the council which in turn reports to the president. At Los Medanos a distinction is made between administrative input and output; the former is the charge of advisory clusters which represent college clusters and provide for student, faculty and administrative participation. Administrative output provides for the implementation of policy influenced by constituent groups. At Indian Valley decentralized college councils represent cluster interests and report to a committee with broad powers which oversees a wide range of institutional concerns. This council has a direct line of communication with the president.

Community College of Denver and El Paso Community College (Colorado)

The Community College of Denver, North Campus, the Aurora Campus, the Red Rocks Campus and El Paso Community College (all in Denver) are among the finest examples of the two-year college shared governance procedure. While operational patterns vary from college to college, each provides a shared governance council or assembly which is representative of each of the major community/junior college constituencies: faculty, students, administrators and support staff. Typically, representatives are elected, have one vote, report to the president and consider input from committees or task forces which they designate. The size of the council varies from 15 (with approximately equal constituent representation) to the council at Red Rock which involves all administrators, nine faculty, nine students and two support staff. Typical of the operational style is El Paso which directs its council in the consideration of various policy matters: due process, employee welfare, grievance procedure, evaluation, budget, program and faculty development and institutional philosophy. The president has 30 days to respond to council decisions, and he or a representative must attend the next meeting to present a revised plan. Then, if a compromise is not reached, the problem is referred to the state community college board. A referendum of all constituents can be instigated given a petition meeting minimum signature requirements. The strengths of the Denver approach are the involvement of all major constituent groups and its basic simplicity.

Faculty involvement is at the heart of any community/junior college participative management system. Pachucki and Gordon (1968) suggest that good teaching might better be assured if teachers were identified with and involved in determining the policies so directly affecting them. It is equitable for those affected by policy to be party to policy determination. Garrison (1967) notes that the junior college faculty member can refer to few, if any, precedents for defining his role in college government. He reiterates Lahti's position (1966) that historically junior colleges have been administrators' colleges. Some two-year colleges are making progress in this respect, partly because of enlightened administration and partly as a result of increasing faculty unionization.

The subject of collective bargaining has been eagerly responded to in the junior college literature. Ikenberry comments that, "The choice by faculty of collective bargaining as a principal mode of participation in governance has moved at a rapid pace . . . More than half of Michigan's community colleges, for example, operate under negotiated contracts" (1971, p. 14). Richardson, Blocker, and Bender (1972) express no enthusiasm about the "labor union model" because of the type of participation it engenders; that is, consumers in the unionized two-year college may not receive any more significant attention than in pre-union two-year colleges.

How do faculty respond to participation? A study by Blomerley on junior college departmental governance in eight New York community/junior colleges reveals that high faculty morale is correlated to participation (1971). A study of nine two-year colleges by Malik and Shay (1971) indicated that the expressed need for participation increases with years of experience, except after 15 years when faculty interest in participation drops.

There are differing opinions as to the extent and character of student participation. Most would not argue that the institution has a responsibility to arrange for meaningful and significant opportunities for student participation, but the areas and degree of that participation are the focus of debate. The N.E.A. Research Division reports that only 16.6 percent of faculty think that students should have major authority for establishing institutional policy ("Here's What Junior College Faculties Think . . .", 1971).Committees which affect the student's general welfare, especially student activity and student jurisdiction, merit this participation. And while certain curricular, instructional development and faculty improvement realms may not be as appropriate to student interests or competencies, a strong case can be made that students should participate in the evaluation, hiring and dismissal of faculty members.

Regardless of the areas of participation, one thesis of this paper is that all constituency in the two-year college be encouraged to participate in college affairs, and especially students need to be accepted as colleagues and partners in this process. The author agrees with Richardson, Blocker, and Bender who suggest, "The lesson is clear. Unless students are organized to promote their own self-interests, it is unlikely that anyone else will take their interests very seriously" (1972, p. 187). Deegan and Others contrast extremes in student governance from the traditional model, which often means tokenism or self-rule over trivial affairs, to a participatory model, which provides for meaningful opportunities for the direction of the college (1970). Deegan argues that students, like other constituencies, should be held accountable for their contribution and that

they should have significant decision-making opportunities in administrative, faculty and trustee group processes (1972).

What is the nature of the board and administrator functions under a participatory system? Richardson observes:

> In the traditional arrangement, the trustees represented a legislating body. In a participatory model, the college community itself is the legislating body and the trustees represent more of a legitimating and arbitrating body to which appeals may be brought by various requests of the college community when major differences cannot be resolved . . . (1970, p. 22).

Under a participative management mode, administration needs to be concerned with planning and broad policy formulation; it continues its implementing role, carrying out the edicts of constituent groups. Lahti (1973) and Ikenberry (1971) discuss the critical problems and challenges confronting community/junior college administrators, with particular relevance to governance. The conception of institutional purposes and the design of appropriate strategies to reach those ends continue to be part of the administrative charge as is management of the physical plant, resource allocation, fiscal integrity and public contact and interaction. The major reorientation is that support staff, faculty and students are involved in the vital educationally-related processes, with administration giving direction and setting into motion the consensus of representative constituent groups. Administrator effectiveness takes on a new and strengthened scope providing coordination and leadership to the system of participatory action. Administrative decisions receive the benefit of numerous inputs, and accountability extends to all participating constituents. Richardson (1971) discusses role redefinition under a participatory system.

In order to bring the concept of participative management into clearer perspective, consider the following advantages and disadvantages:

Disadvantages

1. Participative management is slow and time consuming, involving the time of many community/junior college members.
2. Decisions from participative management committee structures tend to be more conservative.
3. This system, when relying heavily on group processes, can diminish individual accountability.
4. Community/junior college constituents sometimes have limited interest and perspective as to the various important nuances of college affairs.
5. It diverts faculty and students from the primary task of educational excellence.

6. Participative management often is just window dressing, acting as a mask for decisions made at another level; this, in turn, endangers staff morale.
7. Tyranny by the autocratic leader may simply be converted into tyranny by the group, which is not necessarily immune from a narrow and oppressive orientation.
8. It may provide a means of relieving administrators from their responsibility to act and decide intelligently.
9. The system may become highly political in deciding who will participate.
10. Participative management can be an excessively simplistic and restrictive view of decision processes frequently resulting from external influences or informal pressures.

Edwards (1972) further explores disadvantages of the participative management mode.

Advantages

1. Participative management provides for a better utilization of the rich human resources at the two-year college.
2. It provides significant opportunities for the fulfillment of individual goals.
3. Participative management acts as an excellent preparatory tool for leadership.
4. It allows the constituency of the community/junior college to direct institutional destiny, fostering a stronger sense of institutional loyalty.
5. Opportunities for participation result in better and more carefully conceived decisions.
6. Participative management serves to blur hierarchical status differentiations between people.
7. It recognizes that community/junior college constituents are considerably more than simple economic resources to be efficiently allocated.
8. Evidence suggests that group decision processes are superior to individual decisions, giving credence to the use of committee format in participative management (Alexis and Wilson, 1967).
9. By virtue of the use of group decision to facilitate participation, decisions tend to have wider grass roots approval.
10. Participative management can serve to stimulate a more intense institutional and philosophical orientation for the two-year college.

In conclusion, participative management is a commendable authority-use practice which, if programmed with care, can contribute to strengthened community/junior college functioning. Each of the three authority-use concepts presented in this topical paper can offer advantages operationalized as independent systems or viewed as reinforcing interdependent, unified organizational strategies. The next pages feature management by objectives which can logically be viewed as an extension of the participative management philosophy and as a worthwhile adaptation to a cluster college mode.

STIMULATING CONSTITUENT PARTICIPATION THROUGH MANAGEMENT BY OBJECTIVES

The two-year college provides diverse educational services, as dictated by its mission of service to a widely varying student clientele. The process called community/junior college education is undertaken by an equally heterogeneous administrative, support and teaching staff. A managerial approach congruent with participative management and which provides continuity to this diversity is management by objectives (MBO). It establishes a continuing dialogue between employee and employer about the employee's conception of job and specific aims as they relate to sectional *and* institutional mission. Organizational effectiveness thus hinges on the participation of the employee in setting ends and designing means to achieve these ends.

An important inducement to using management by objectives is what Connellan and Lahti (1971) and Lahti (1973) refer to as an unacceptably large discrepancy between the role of the employee as perceived by himself and by his supervisor. Management by objectives is a particularly good tool for clarifying expectations:

> MBO is a process whereby the superior and subordinate managers of an organization jointly identify its common goals, define each individual's major areas of responsibility in terms of the results expected of him, and use their measures as guides for operating the unit and assuring the contribution of each of its members (Ordiorne, 1965, p. 55).

It has stimulated considerable interest and has received wide exposure in the literature. Peter Drucker (1954) gave conception to the idea, George Ordiorne (1965) and a multitude of others nurtured its development and Robert Lahti, President of William Rainey Harper College (Illinois) has interpreted it for two-year college audiences.

The rationale for MBO is persuasive, giving full scope to individual strength and responsibility while simultaneously giving common direction and effort (Drucker, 1954). MBO acts as a stimulus for the participation of two-year college personnel and gives recognition of the individual's worth and contribution to the college. Subordinates who establish their own objectives also tend to have stronger identification with those objectives and a greater commitment to their achievement.

Participation on a one-to-one basis nicely augments the participative group approaches mentioned earlier in this section. The administrator under this system must be a leader working with subordinates in developing objectives supportive of unit and, ultimately, institutional purpose. Two-year college personnel in such an environment have renewed opportunity for growth and fulfillment. MBO also stimulates creativity in designing and evaluating means for achieving ends and provides for recognition of one's competence in developing, planning and achieving objectives.

" 'People-molding' as opposed to 'product-molding' organizations find it difficult to evaluate their effectiveness" (Lahti, 1971, p. 31).Consider for a moment the budget of your institution; it would make many industrial corporations look

pale in comparison. Two-year colleges have significant financial management responsibilities as well, but too often the allocation of financial resources is not tied to institutional goals. MBO causes the institution to focus on outputs, specific measurable goals.

MBO is also effective as a planning and evaluative tool. It is especially appropriate for the "pancake" structure of the cluster college. The wide spans of authority between deans and faculty and between middle and top administrative levels necessitate a procedure for unifying the diversity of human elements; in addition, difficulties with individual accountability within the cluster further suggest reorientation of managerial approach. MBO can be that approach, but because of the authority structure of the cluster college, it is necessary for the system to be conceived loosely. For example, at Oakton Community College (Illinois) a cluster dean involves his faculty in the preparation of learning "compacts" in which they specify the kinds of results they will be striving for during the year. Such an approach adds to the goal orientation and accountability of the faculty and the college. The following case study describes the most talked about two-year college using MBO.

William Rainey Harper College (Illinois)

Opinions vary on the extent of constituent involvement in MBO. At Harper College the procedure is used primarily at administrative levels. The writing of objectives is preceded by a review and evaluation of institutional and sub-unit purposes and of job descriptions. Objectives (problem solving, innovative, routine or personal development) are then written in specific and measurable terms for particular time intervals. These objectives are submitted to the supervisor for review, followed by an agreement on desired ends. Follow-up takes place throughout the year. President Lahti describes this as "coaching and development" wherein supervisor and subordinate meet in a progress review. At the end of the year a final written appraisal takes place, new objectives are specified and long-run objectives are stated, reviewed and/or embellished. The reward system at Harper is geared to the achievement of these ends.

It is not the purpose of this topical paper to provide detailed guidelines, procedure or facilitating paperwork systems supportive of MBO. Community/junior college educators desiring more information can refer to Lahti (1973). What is attempted here is a demonstration of the merit of MBO to a reorientation of community/junior college authority use, particularly as it complements the participative management and cluster college modes presented earlier in this section.

Consider the major advantages and disadvantages of MBO:

Disadvantages

1. MBO is time consuming and can lead to a tremendous quantity of paperwork.
2. The use of MBO requires a substantial investment in training.
3. Some personnel are never able to participate fully, despite training programs, and still others do it only half-heartedly, because they lack commitment.
4. Because of the requirement for measurable objectives, MBO may result in a preoccupation with quantity. Moreover, many significant educational results cannot be quantified.
5. MBO can be used punitively by supervisors.
6. A comprehensive MBO program takes from three to five years to perfect.
7. MBO does not automatically provide authority to carry out objectives, and in some colleges administrators are reluctant to delegate it.
8. Its effectiveness would be greatly limited if personnel merely played the game, avoiding all but the most easily obtainable objectives.
9. Constituents may be threatened by MBO causing anxiety over objectives which are perceived to be unrealistic.
10. MBO does not work unless it is tied to a reward system.

Advantages

1. MBO allows the potential for integrating individual and organizational needs.
2. It makes a greater commitment to the performance of work tasks, because personnel identify with the objectives that they establish.
3. MBO reinforces a fluid delegation of authority.
4. Management by crisis is supplanted with a logical and methodical process.
5. It emphasizes adaptability, growth and development of all subordinates.
6. It reinforces participative management.
7. Performance measurement and award are based on objective criteria related to work tasks, not to subjective personality factors.
8. MBO stimulates innovation and improved communications flow.
9. MBO can contribute to a strengthened subordinate-superior work relationship.
10. It encourages constituents to perform careful planning and to be accountable for those plans.

Research on the impact of MBO is limited. Sloan and Schrieber (1970) observe that the effects of MBO and the problems inherent in its implementation have not been adequately analyzed. Nevertheless, the importance of involving subordinates in the specification and design of their work, as supportive of the two-year college mission, is grounded on the firmest behavioral science findings. The rationale underlying MBO is congruent with the other authority-use modes presented in this topical paper. Institutional personality and identity should dictate

the degree of rigidity or flexibility used in its implementation, but in any case, it is a notion with important implications for vitalized community/junior college organizational behavior.

"The more intelligent a man is, the more originality he discovers in man. Ordinary people see no difference between men."

— Blaise Pascal

Section 3. CONCLUSION

Change is slow, and that is part of the excitement about innovative two-year colleges such as Northampton, Oakton and DuPage. The ability to have new visions, to restructure human resources to provide a new and improved institutional orientation and to use authority in ways supportive of community/junior college mission are worthwhile endeavors. To know that this is being done restores one's faith, but to generate ideas for change is the real reward.

Community/junior college organization does not operate in a vacuum. The three constructs presented for two-year college authority use are just that — constructs. Their success depends upon more than behavioral science justification, synchronization with two-year college philosophical and operational characteristics or internal consistency and integrity. Organization functioning depends upon factors including: the leadership capabilities of people integral to the organization, the political processes initiated by individuals and groups (Baldridge, 1971), the informal influences at work in the two-year college and the environment which tempers the orientation of people, groups and, ultimately, institutions. The authority-use constructs sketched in the preceding pages offer the potential of superior organizational climates, but their implementation must be planned in light of human diversity and changing environments.

Environments that organizational planners must consider include:

1. Cultural Environment — ethnocentric patterns manifested in the community, such as attitudes regarding occupational versus liberal education.
2. Legal Environment — all local, state and Federal laws which influence the operation of the college.
3. Economic Environment — the fiscal integrity of a community as represented by levels of unemployment, net new business and personal income.
4. Technological Environment — the advancements in engineering and scientific processes by which a community accomplishes its work.

The increasing frequency of minority and women's studies programs, the provision of new laboratory facilities not dreamed of a few years ago, the expansion of occupational training programs, the stress on keeping the lid on tuition, the homogeneity of curricular offerings and the emphasis on developmental studies programs are but a few of the dimensions of community/junior college life influ-

enced by the environment. Responsiveness of the two-year college might also be viewed as the adjustment of operational mode to group pressures shaped or tempered by environmental factors.

People, processes and environments are largely uncontrollable factors, but there are certain controllable variables which can be decisive in the successful implementation of those authority-use constructs offered in this paper. In fact, it might be argued that responsive organization is conditioned on three primary orientations — the three "S's," if you will, *synergism, serendipity* and *systems*.

Synergism: the blending or synchronizing of diverse human resources to produce a total effect greater than the sum of the individual abilities. The focus of effective authority-use is the potency of the mixture, not the strength of individual ingredients. Organizational perspective ought to be on individuals and groups as they influence each other, on the needs of constituents, on their interpersonal relationships and on the work environment and how it is supportive of constituent needs. Synergistic impact is elusive, but strategic.

Serendipity: the notion of stumbling across an important new find. This principle is fundamental to the development of human potential in organizational life. It rests on the assumption that in the typical two-year college there is an abundance of perceptive, creative and competent personnel who have the ability to make important institutional contributions beyond their narrowly-defined roles. They may not themselves recognize their competency, and if they do, the institution may not. To this end the organization must develop a varied and diverse pattern of participation whereby constituents and the college are able to discover important human potentials.

Systems: the view of the two-year college as an organizational whole made up of sub-systems arranged to form a cohesive totality or unity. The systems analyst seeks to gauge the impact of system outputs (changes in student learning or community) in relationship to resource allocation decisions. Organizational restructuring requires careful budgeting. It is interesting to note that DuPage and Northampton, two of the country's most outstanding organizational innovators, employ systems analysts in crucial and pivotal administrative positions.

In conclusion, consider the following challenges. Your response will help shape organizational behavior to meet the community/junior college mission in the future.

(1) **ORGANIZATIONAL LAISSEZ FAIRE.** Some organizational relationships become so entrenched that organizational laissez faire is the result. The challenge to community/junior college educators is to recognize that organization is a social contrivance which should be analyzed in terms of its responsiveness to institutional mission. Periodic organizational audits of formal authority relationships, authority uses and the matching of human resources to authority requirements should be initiated.

(2) **CART BEFORE THE HORSE.** Since there is not one infallible way to structure authority relationships, two-year colleges are challenged to explore

organizational alternatives which best suit the institutional goals. For organizational arrangement to be responsive to community/junior college philosophy — and not the reverse — is the point. Organizations should simply be a medium for serving institutional needs.

(3) **PEOPLE POWER.** People is what it is all about, and the challenge is to see that the college's unique human resources dictate structure and not the other way around. People are not static, unchanging abstractions. Similarly, organization should be perceived as a dynamic system composed of task and function assignments which may need modification or elimination in light of community/junior college mission and resource capabilities. Job descriptions should no longer reinforce the status quo.

(4) **PROSPECTING FOR CAPABLE PERSONNEL.** Capable, bold, innovative and thinking personnel are the key. Two-year colleges are generally resource rich in this regard, but functionally these people may not be visible. Colleges should be challenged to provide means for identifying them and to elicit their involvement in the organization. This requires a changed perspective. Existing committees can be structured to process constituent influence and to act as sensing devices to identify capable personnel. It is naive to think that these people are only to be found in offices in the administration building. Quite the contrary. They are studying in classrooms, sitting behind typewriters in outer offices and preparing lesson plans.

(5) **ENDS OVER MEANS.** Preoccupation with process and not product is the bane of much education, and it is particularly a challenge for community/junior college organizational planners. Authority relationships *do* influence changes in the student and in the community. To assume that organizational design is somehow independent of this is myopic. Organization is one of numerous factors, but it is crucial. There is a correlation between organizational effectiveness and student learning.

(6) **KEEP CURRENT.** There are elements of both art and science in organizing and delegating authority. The challenge to administrators is to be sensitive to the pioneering work of organizational theorists. The College of Education and educational scholars investigating organization have made great contributions, but many administrators have had their training only from the College of Education. The College of Administrative Sciences or Business Administration can also provide insight in this area. President Lahti at Harper College is an exponent of this point of view, encouraging new administrators and administrative interns to consider the breadth of organizational theory.

(7) **MORE THAN FORMAL STRUCTURE.** As noted at the beginning of this section, formal authority structure does not operate in a vacuum. It is only part of the story, and the challenge is to keep all influences in perspective; the leadership capabilities of key administrators, the personnel's use of influence internally and externally and changing environments are factors crucial to organizational success.

(8) **HARDENING OF THE CATEGORIES.** One of the most significant challenges to two-year colleges is the "hardening of the categories" syndrome which provides for the homogeneous grouping of instructional interests. The

cluster college challenges this structure. If the community/junior college's primary commitment is to be a teaching institution, it seems appropriate to question traditional functional organization which enforces a narrow discipline orientation. Perhaps the university in its pursuit of discovery within narrow specializations needs it, but does the community/junior college?

(9) **INDISPENSABLE MAN SYNDROME.** The notion that an administrator, whether at top or middle organizational levels, has some special grasp of authority utilization can prevent organizational reform. The challenge is to provide training to demonstrate how administrators can become more effective and to involve all personnel in the processes of the college.

(10) **MEASURING IMPACT.** Very little research is available on changes in organizational structure or authority use. An important challenge to key administrative officers is the use of institutional research staff in ascertaining the impact of particular organizational modifications. Organizational changes are initiated to achieve specific organizational results, and those results, whether an enlarged participation of staff personnel or the improvement of morale in a particular sub-unit, can and should be measured.

Where does one go from here? The League for Innovation in the Community College and Battelle Institute's Project USHER (*Increasing the Effectiveness. . .*, 1973) deserve your attention. The ERIC Clearinghouse for Junior Colleges can help you find the current data in the field. And finally, college visitation is a must, and the colleges mentioned throughout these chapters will be receptive to your inquiries.

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